



Chapter 19

SAFETY & HOMELAND SECURITY

HIGHLIGHTS

- Data-driven deployment of resources will significantly improve the department’s ability to meet its goals of enhanced public safety and improved service delivery.
- Better communication with the public and a more robust training program for field staff will make the department more responsive, customer-friendly, and transparent.
- Streamlined processes and better utilization of technology will result in more efficient and effective services.
- Hours of operation are now standardized in all 50 Driver Service Centers across the state.
- Through tactical deployment of law enforcement and successful public awareness campaigns, the state has seen the lowest traffic fatality rate in nearly 50 years.
- DUI arrests by state troopers are up 39% from last year.

INTRODUCTION

The Department of Safety and Homeland Security’s mission is to ensure that our state is a safe and secure place in which to live, work, and travel; enforce the law with integrity; and provide our customer-related services professionally and efficiently.

The department is a multi-faceted agency providing three main areas of service: law enforcement, driver services, and terrorism prevention. While each area performs distinctly different functions, they all work together toward the common goal of ensuring public safety.

The Tennessee Highway Patrol (THP) was established to protect the traveling public. It is responsible for the enforcement of all federal and state laws relating to traffic and the safe operation of all vehicles including laws that range from drug trafficking to auto theft. It has developed expertise in additional areas such as marijuana

eradication, the handling of explosives, and search and rescue missions.

The Driver Services Division (Driver Services) issues driver licenses and photo identifications in addition to handling a variety of other services ranging from gun permit applications to voter registration. The Financial Responsibility section of this division is responsible for canceling, revoking, or suspending licenses as a result of various offenses, as well as reinstating the licenses of eligible drivers.

The Office of Homeland Security (OHS) has primary responsibility and authority for directing the state's homeland security activities, including but not limited to the planning, coordination and implementation of all homeland security prevention efforts. This responsibility specifically includes the duty to design, develop, and implement a comprehensive, coordinated strategy to secure the State of Tennessee from terrorist threats and attacks.

APPROACH/METHODOLOGY

A Management Advisory Committee (MAC) was convened in order to direct the progress of the Top to Bottom Review. The MAC was composed of executive management from all main areas of responsibility within the department. In the first phase of the review, members of the MAC gathered suggestions from field staff in their areas and submitted prioritized lists for the MAC's review and approval.

Two major studies which were convened in the prior administration, the FedEx Report on Driver Services and the Kroll Report on the THP, were also reviewed thoroughly as part of the Top to Bottom Review. The MAC looked at both reports to determine what recommendations had been implemented, what recommendations could be implemented with available resources, and what recommendations were impractical due to lack of resources or changes in circumstances.

Finally, the MAC turned to several outside resources for ideas and assistance. Graduate students from Peabody

College at Vanderbilt University provided consulting assistance by conducting an organizational analysis of the department and making recommendations based on that analysis. The department also received input from the National Governors Association Center for Best Practices and the Department of Finance & Administration, particularly concerning Driver Services and customer service improvements.

RECOMMENDATIONS

Recommendation 1: Streamline processes and procedures at Driver Service Centers.

Discussion: Principles from the LEAN management approach will be used to evaluate the effectiveness and efficiency of key aspects of Driver Services. First, the current manual of policies and procedures is overly complex and not user-friendly. The LEAN process will be used to streamline the manual and make procedures clearer and simpler for employees.

The LEAN management approach will be utilized to evaluate the ten centers with the longest wait times, highest complaints, etc. to identify improvements that can be made. Additionally, a quick, easy to complete customer survey card has been developed to track the effectiveness of changes and will be given to customers who come into the service centers.

Recommendation 2: Create a more professional look for Driver Services employees.

Discussion: Uniforms currently being worn are ill-fitting and poorly made. New uniforms that are more professional looking are being ordered and will be phased in as part of routine replacement.

Recommendation 3: Develop a comprehensive training program for Driver Service employees.

Discussion: Training for Driver Services staff has been grievously neglected in the past. Training is being developed for new employee training, Driver

Service Center-based training, and intensive supervisor training. The primary focus of all areas will be customer service and leadership.

Recommendation 4: Develop consistent days and hours of operation for all Driver Service Centers.

Discussion: A common complaint from customers in the past has been that there were no consistent days and hours of operations for Driver Service Centers. While some centers were open Monday through Friday, others were open Tuesday through Friday, and still others Monday through Thursday. In order to make the operation more consistent and convenient statewide, all 50 Driver Service Centers are now open Monday through Friday, from 8:30 until 5:00 p.m.

This recommendation has been completed.

Recommendation 5: Restructure call centers to make them more efficient and effective in serving the public.

Discussion: The department currently operates two separate call centers to service customers—one that deals with driver licenses and one to handle financial responsibility issues. Automation and integration of these two call centers and their staffs will greatly improve customer service and reduce caller wait times. Call statistics that are currently being tracked manually will be automated, and the Integrated Voice Response systems for both centers will be integrated. The call centers will be physically relocated to one site, and staff will be cross-trained to handle both driver license issuance and financial responsibility calls. In addition to improved customer service, this will result in an estimated annual savings of \$120,000.

Recommendation 6: Improve the selection process for Driver Service supervisors.

Discussion: Currently, in order to become a Driver Service Center supervisor, an applicant must have experience as a Driver License Examiner. This severely limits the applicant pool for supervisor and prohibits some persons with outstanding supervisory

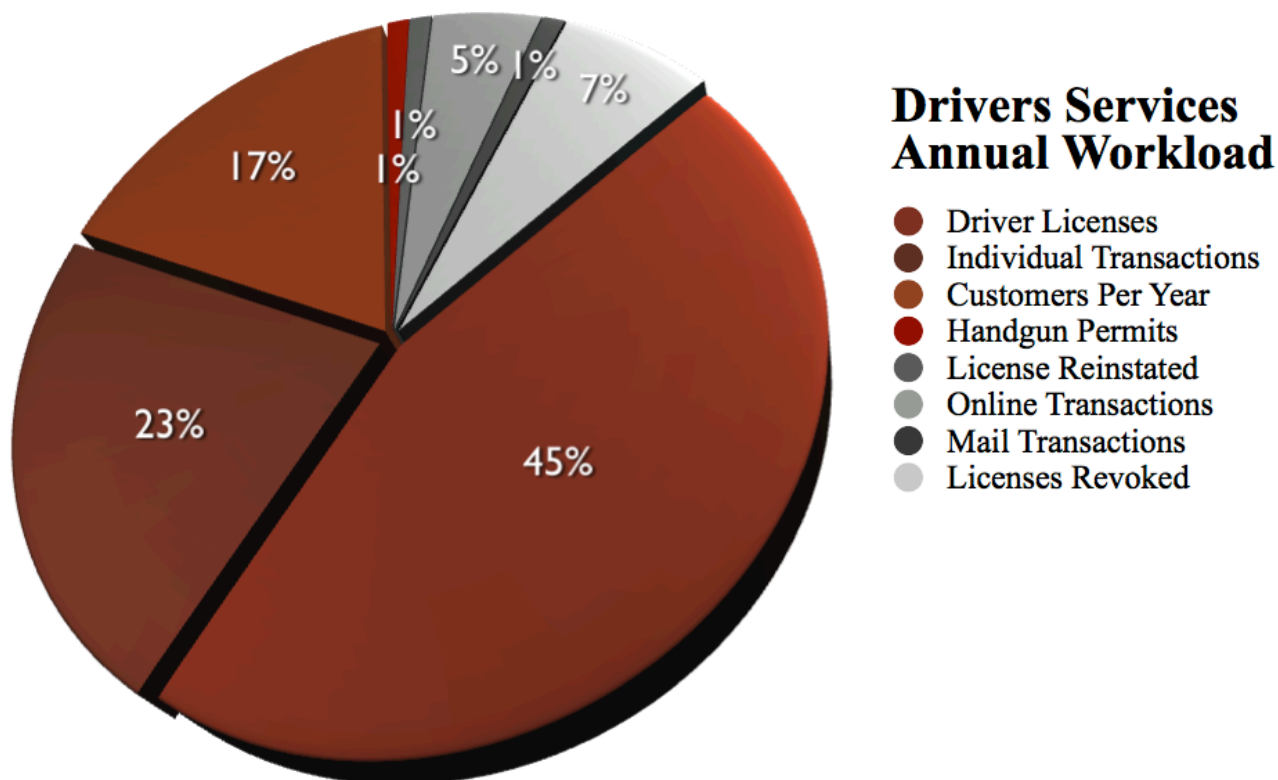
experience from applying. The department is currently working with Department of Human Resources to revise the minimum qualifications for this job so that a more diverse field of applicants can be considered in the future.

Recommendation 7: Explore the viability of public-private partnerships for providing select driver services to the public.

Discussion: The department will explore possible partnerships with the private sector to provide expanded opportunities for efficient issuance of driver licenses. This includes expanding current partnerships to administer commercial driver license (CDL) skills testing. CDL skills tests are time-intensive, often lasting up to 3 hours. The amount of time to administer the tests, coupled with the limited number of employees qualified to give them, contributes greatly to wait times in centers that offer the tests. Additionally, the department will work to expand its Cooperative Driving Testing Program (CDTP). More locations approved for the administering of skills testing for learner's permits would reduce traffic in the Driver Service Centers and help reduce wait times. Other potential avenues for public-private partnerships will continue to be studied and explored as the department looks to increase customer service and efficiency of driver license issuance.

Recommendation 8: Update technology at Driver Service Centers.

Discussion: Improvements to technology will enable Driver Services to serve customers more effectively and efficiently. The department will move to "paperless" transactions with the implementation of a new contract for issuing driver licenses. The most significant upgrade to division technology will come in the replacement of the current driver license software system. The current system was built in 1978 and has been modified and "patched" numerous times over the past 30 years to accommodate changes to law and policy. The new system will be faster, more flexible, and far better able to serve citizens.



Recommendation 9: Establish specific centers to handle license reinstatement transactions.

Discussion: On average, reinstatement transactions in which a person who has had their license suspended or revoked, take the longest amount of time to process. Moving these transactions to a limited number of specific reinstatement centers will allow other service centers to focus on standard transactions.

This recommendation has been completed.

Recommendation 10: Promote the use of online renewal and replacement of licenses.

Discussion: Although 40% of renewals are currently handled online, 45-50% of all traffic in Driver Service Centers is from citizens seeking renewals or replacements, many of which could be handled electronically. The department will aggressively promote online renewals and replacements from remote computers and seek to enhance internet access at Driver Service Centers. The department's goal is to have 60% of renewals and replacements handled online.

Recommendation 11: Establish stand-alone full service Automated Self-Service Electronic Terminals (ASSETs) at busy Driver Service Centers and secure off-site locations.

Discussion: The use of stand-alone terminals (kiosks) for driver license renewals and replacements is a best practice being used currently in three other states (Mississippi, Indiana, and Nevada). Having stand-alone terminals in off-site locations will reduce the number of renewal and replacement transactions in the Driver Service Centers and thus reduce wait times.

Recommendation 12: Expand the number of partnerships with County Clerks to provide driver license renewal and replacement services.

Discussion: Over the next one to two years, the department will seek to expand its partnership with County Clerks across the state to provide renewal and replacement services. The focus will be on fast-growing counties as well as remote counties with limited access to Driver Service Centers.

Recommendation 13: Study feasibility of mobile driver license units.

Discussion: The department is researching the feasibility of developing mobile units to provide driver license services. These units would be able to service citizens who live in remote areas, with little or no access to Driver Service Centers and/or County Clerk partners. Grant funding will be pursued to fund this project, and the department is also looking into a possible partnership with other state agencies in this endeavor.

Recommendation 14: Develop bold, visible, and easy-to-understand signage at Driver Service Centers.

Discussion: In order to reduce customer confusion and improve the flow of business processes, new signage is being developed that will be standard at all Driver Service Centers. Staff members in the centers are being instructed to remove any unnecessary and duplicative signage and to install the new signage once it has been ordered.

Recommendation 15: Develop a comprehensive marketing plan to inform the public on the requirements and purpose of REAL ID.

Discussion: The federal REAL ID Act of 2005 sets new standards for the issuance of driver licenses and identification cards. Current Tennessee licenses and ID cards will continue to be valid as identification for federal purposes (boarding airplanes, entering federal buildings, etc) until December 1, 2014 for individuals born after December 1, 1964 and December 1, 2017 for everyone else. The department feels it is vital to conduct a comprehensive campaign to make citizens aware of this change to federal law and ensure that the public knows what the requirements under the new law will be. This campaign will inform the public and help ensure an orderly flow of business when the new requirements become effective.

Recommendation 16: Reorganize the Inspectional Services Bureau and THP's Criminal Investigations Division.

Discussion: The Inspectional Services Bureau handles all internal investigations for the department. Staff in this division consists mostly of commissioned officers. The bureau has been moved out of the commissioned chain of command and now reports directly to the deputy commissioner. This move was designed to increase the credibility and objectivity of investigations and is in keeping with the Kroll Report. Furthermore, reorganization of the Criminal Investigations Division will allow for an expanded career path and improve the caliber of investigations.

This recommendation has been completed.

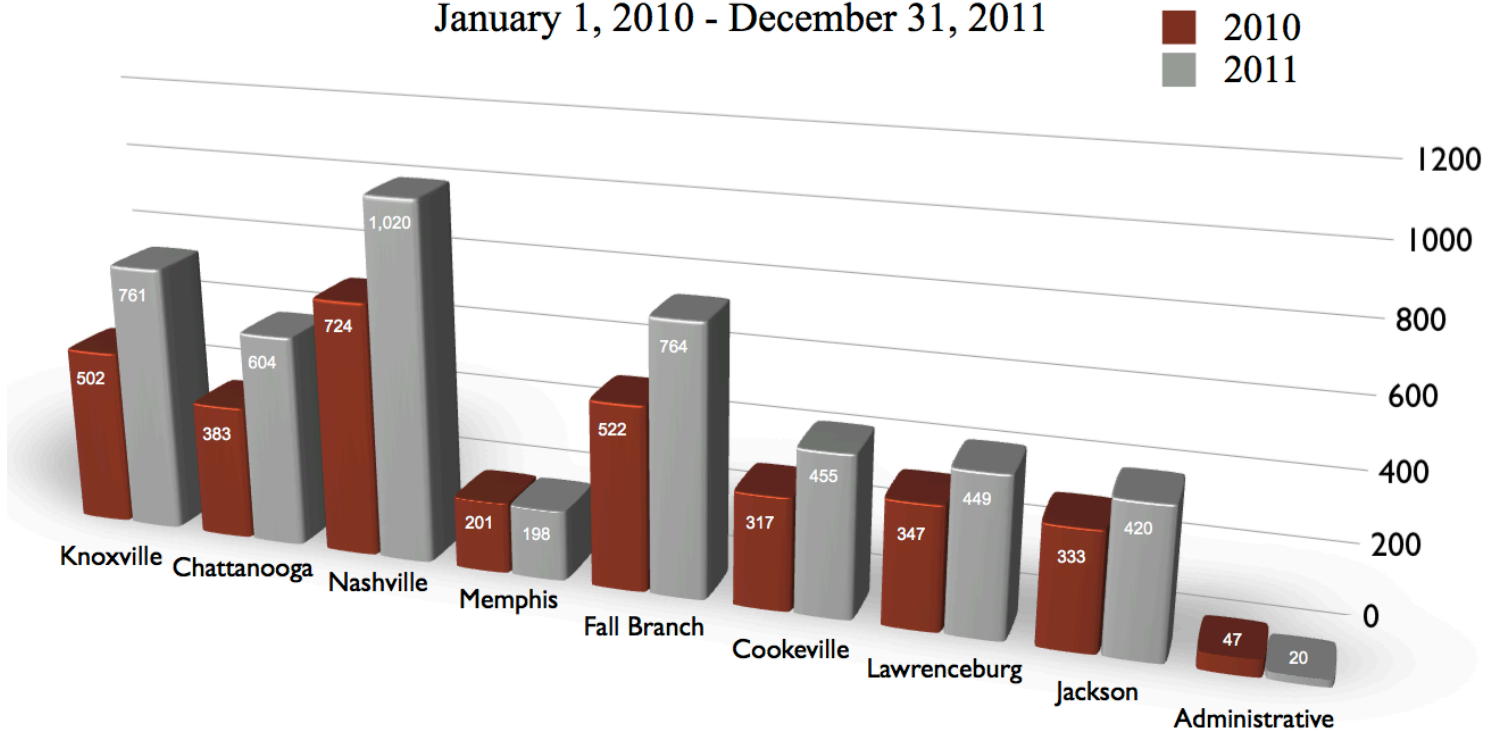
Recommendation 17: Establish higher criteria for hiring a state trooper.

Discussion: In order to ensure that the department is able to choose from the highest quality applicants possible, the department is working with Department of Human Resources to improve the minimum qualifications for state troopers. Higher criteria will include at least two years of college credit, military service, or law enforcement experience.

Recommendation 18: Use of data-driven deployment of troopers in a way designed to have the maximum impact on public safety, with emphasis on specific areas such as DUIs and high accident locations.

Discussion: Focused deployment in 2011 resulted in a 39% increase in DUI arrests by state troopers over 2010, and traffic fatalities in 2011 were the lowest since 1963. As a key to data-driven deployment of officers, the department has established the Tennessee Integrated Traffic Analysis Network (TITAN) business unit. TITAN serves as a depository for crash reporting across the state. Currently over 240 law enforcement agencies are voluntarily reporting data in TITAN. To be fully implemented, changes to legislation will need to be made requiring paperless, electronic crash reporting by all law enforcement agencies in the state. Data-driven enforcement is a major component of the

THP Activity - DUI Arrests by District January 1, 2010 - December 31, 2011



TITAN plan, and full implementation would allow THP and other law enforcement agencies to deploy personnel based on real-time data and use their resources to have the maximum impact on traffic safety and specific areas such as DUI enforcement.

Recommendation 19: Develop a new database for more effective drug interdiction activities.

Discussion: As recommended in the Governor's Public Safety Action Plan, a new database is being developed which will allow officers to (1) submit real-time information on traffic stops involving suspicious levels of prescription drugs and (2) query the database for prior suspicious stops involving the same suspects. The Fusion Center, a joint program between the OHS and TBI, will develop and maintain the database.

Recommendation 20: Develop the expertise to handle identity theft investigations for law enforcement agencies across the state.

Discussion: As part of its ongoing efforts to increase communication and cooperation among the three main functional areas, the department has created an Identity Theft Task Force. The goal of the task force is to be able to handle requests from local law enforcement agencies regarding identity theft based on set criteria.

Recommendation 21: Require specialized training on drug interdiction for all state road troopers and implement data-driven deployment in drug interdiction efforts.

Discussion: All state road troopers will be required to obtain 40 hours of specialized training in drug interdiction. This type of training raises the awareness of suspicious drug-related activity and will educate troopers on what to look for during routine traffic stops. In addition to this effort, troopers assigned to Interdiction Plus teams will also be regularly deployed to major drug corridor hot spots for saturated enforcement as recommended in the Governor's Public Safety Action Plan. These efforts will lead to more arrests involving trafficking of illegal drugs across the state.

Recommendation 22: Install and implement a new communications system.

Discussion: This communications system will ensure that state troopers are armed with the latest technology in order to perform their duties effectively and efficiently. It will also bring THP into compliance with new FCC regulations and will vastly improve troopers' ability to communicate while on the road.

Recommendation 23: Identify areas where job skills and capabilities could be more efficiently accomplished by departmental staff.

Discussion: THP has 5 helicopters used for various purposes. Relying on externally contracted mechanics is costly and time-consuming. By employing an on-site mechanic, the THP projects savings of approximate \$100,000 per year on routine maintenance.

This recommendation has been completed.

Recommendation 24: Improve the state's ability to prevent acts of terrorism by increasing terrorism awareness and prevention training for both law enforcement and the public at large, and developing a more coordinated assessment plan for critical infrastructure in the state.

Discussion: OHS already provides training but will renew its efforts to train as many law enforcement officials and private citizens as possible on terrorism awareness and prevention. The goal is to ensure that at least 50% of law enforcement officials and a minimum of 5,000 citizens per year are trained.

OHS conducts a critical infrastructure analysis on an annual basis. The office is seeking a partnership with groups such as Oak Ridge Laboratories, TVA and others to develop a more coordinated assessment of critical infrastructure in the state.



Recommendation 25: Work with other agencies to develop expertise for cybercrime related to homeland security.

Discussion: Many experts predict that the area of cybercrime will become one of the most serious terrorist threats in the near future. OHS and THP will begin training to develop their expertise in investigation of these types of crime and develop partnerships with other law enforcement agencies to prevent and investigate such crimes. The agency seeks to put itself in a position to lend its expertise to other agencies across the state in this area.

Recommendation 26: Eliminate the Citizen Corps Advisory Committee.

Discussion: Duties performed by this committee could be absorbed by OHS and the Homeland Security Council. This committee has become unnecessary and has not met in the recent past. This recommendation aligns with the governor's review on boards and commissions.

Recommendation 27: Closely monitor purchases of supplies and furniture to ensure maximum savings for the department.

Discussion: The department has revised its policy and procedures for the purchasing of supplies and office furniture to maximize savings. The goal of the department is to realize a savings of \$125,000 per year by utilizing the new monitoring procedures.

This recommendation has been completed.

Recommendation 28: Utilize video-conferencing for meetings and training with field staff to reduce the need for travel.

Discussion: The department is currently installing video-conferencing equipment across the state in THP district offices and Driver Service Centers. This equipment already exists within OHS. This equipment will allow staff to conduct regular meetings and training via video-conference, rather than having participants travel to Nashville, which should significantly reduce the cost associated with large numbers of employees traveling.

Recommendation 29: Switch from mailing hard copies of asset forfeiture correspondence to electronic return receipts.

Discussion: The department conducts a great deal of its business by mail. The various areas of correspondence were reviewed in order to determine recommendations for cost-savings. It was determined that using electronic return receipts for certified mail was more cost-efficient than mailing hard copies of correspondence related to asset forfeiture and could realize an annual savings of \$30,000 for the department.

This recommendation has been completed.

Recommendation 30: Conduct a thorough review of telecommunications costs.

Discussion: All employees assigned a telecommunications device have been identified, and if job function does not necessitate such a device, these unnecessary lines will be eliminated. All existing lines will be moved to a more cost-efficient usage plan. The department is also purchasing new software which will help monitor usage of devices. This review will save the department an estimated \$70,000 annually. The department will continue to conduct a review of telecommunication costs in order to determine how best to save money.

Recommendation 31: Develop a public-private partnership to support the mission of the department.

Discussion: Many law enforcement agencies across the nation have developed public-private partnerships with non-profit foundations in order to better meet the missions of their agencies. Such a partnership will create an opportunity to communicate to the public the mission and vital functions of the department and can provide an additional source of funding. The department will be able to apply to the foundation for funding to support specific needs ranging from support to families of law enforcement officers killed in the line of duty to funding projects that will improve public safety. Final funding decisions would be up to the private foundation board.

Recommendation 32: Realign districts of the department's three divisions to create opportunities for increased collaboration.

Discussion: The department has three major divisions with operations across the state: THP, Driver Services, and OHS. These divisions, for various reasons, have been set up with districts that do not align. In order to create more opportunity for partnership, the districts of each of the main divisions will be realigned to match. This will allow for, among other things, initiatives such as assigning OHS Regional Advisors to state trooper Strike Teams in each district.